

## Message Text

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FM AMEMBASSY COTONOU

TO SECSTATE WASHDC 7085

INFO USUN NEW YORK 192

USMISSION GENEVA

AMCONSUL MONTREAL

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

C O N F I D E N T I A L SECTION 1 OF 2 COTONOU 527

E.O. 11652: GDS

TAGS: EAID, ECRP, UNDP, DM

SUBJ: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 64907

PARIS FOR UNESCO, ROME FOR FODAG, VIENNA FOR IAEA & UNIDO,  
MONTREAL FOR ICAO

SUMMARY: THE UNDP PROGRAM IN DAHOMEY IS EFFICIENTLY MANAGED  
AND ITS LEADERSHIP WORKS CLOSELY WITH US. THE MAIN WEAKNESSES OF  
THE UNDP EFFORT STEM NOT FROM UNDP'S SHORTCOMINGS BUT FROM THE  
INCOMPETENCE AND ATROPHY OF THE CURRENT MILITARY REGIME IN  
DAHOMY, END SUMMARY.

1. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM:

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UNDP LEADERSHIP HERE IS STRONG. UNDP RESIDENT REPRESENTATIVE (RESREP) JUAN BLANCH-SOLER (SPANISH) ARRIVED IN DAHOMEY IN MID-JANUARY OF THIS YEAR. HE HAS ALREADY SHOWN HIMSELF TO BE FORWARD-LOOKING AND DYNAMIC EXECUTIVE. UNDP LACKED EFFECTIVE LEADERSHIP DURING THE FIVE MONTHS' INTERIM FOLLOWING THE DEPARTURE OF HIS PREDECESSOR. HIS RELATIONS WITH THE DAHOMEAN GOVERNMENT APPEAR SATISFACTORY IF LIMITED (OWING TO THE MILITARY REGIME'S UNFRIENDLINESS TO WESTERNERS AND TO THE ATROPHY OF GOVERNMENT AGENCIES). BLANCH-SOLER HAD THE MISFORTUNE TO ARRIVE AT A TIME WHEN THE DAHOMEAN GOVERNMENT WAS COMPLETELY TAKEN UP WITH IDEOLOGY AND INTERNAL POLITICS. HIS MINISTERIAL CONTACT HAS BEEN LIMITED TO THE MINISTER IN CHARGE OF THE PLAN, STATISTICS AND COORDINATION OF FOREIGN AID. HIS PRINCIPAL WORKING-LEVEL CONTACT, THE RESPECTED DIRECTOR OF THE PLAN (A CIVIL SERVANT) WAS RECENTLY SENTENCED TO 15 YEARS IN PRISON BY A KANGAROO COURT.

2. UN AGENCY PROGRAMS ARE EFFECTIVELY COORDINATED BY THE RESREP. EVEN WITH THE WORLD HEALTH ORGANIZATION, WHICH HAS A SEPARATE RESREP, THERE IS GOOD COORDINATION BASED PRIMARILY ON PERSONAL RELATIONSHIPS BETWEEN THE TWO REPS. THERE IS ONLY A VERY LIMITED UNICEF PROGRAM IN DAHOMEY, CONSISTING MAINLY OF PROVISION OF MEDICAL SUPPLIES; IT COMES UNDER THE RESREP'S ADMINISTRATIVE PURVIEW.

3. UNDP AND IBRD:

UNDP AND IBRD COORDINATION, THOUGH NOT INSTITUTIONALIZED, HAS WORKED WELL AS IT HAS BEEN BASED PRIMARILY ON PERSONAL RELATIONSHIPS (AN IBRD REP COMES HERE TWO OR THREE TIMES A YEAR). THERE ARE PROJECTS IN THE PIPELINE WHICH WILL MESH THE CONTRIBUTIONS OF BOTH INSTITUTIONS. THE TWO ARE ALREADY WORKING TOGETHER IN THE CREATION OF A TECHNICAL TRAINING CENTER HERE.

4. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE:

COORDINATION AMONG DONORS IS RELATIVELY GOOD, THOUGH IT COULD BE BETTER. COORDINATION EFFORTS BY THE GOVERNMENT ARE NON-EXISTENT. IN OCTOBER 1974 THE DAHOMEAN GOVERNMENT CREATED THE POST OF MINISTER DELEGATE IN CHARGE OF PLAN, STATISTICS AND COORDINATION OF FOREIGN AID. TO DATE THERE HAS BEEN NO EVIDENCE THAT HE OR HIS STAFF DOES

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ANY COORDINATING.

5. A UNDP CONSULTANT CONDUCTED A PRELIMINARY STUDY IN EARLY SUMMER OF 1974 ON THE ESTABLISHMENT OF AN AID COORDINATING MECHANISM SUITABLE FOR DAHOMEY. SHE WAS TO RETURN TO DAHOMEY TO DO THE SECOND HALF OF THE STUDY. HOWEVER, THE GOVERNMENT HAS ASKED THE UNDP TO DELAY HERE ARRIVAL INDEFINITELY.

6. THE UNDP RESREP TELLS US THAT THE GERMAN AND FRENCH EMBASSIES ADAMANTLY OPPOSE THE IDEA OF ANY SORT OF FORMAL COORDINATION OF TECHNICAL ASSISTANCE WITH UNDP. THE CHINESE EMBASSY WOULD OPPOSE ANY COORDINATION MECHANISM, ACCORDING TO THE UNDP CONSULTANT'S REPORT. WE ASSUME THE SOVIETS WOULD ALSO BE OPPOSED TO SUCH A PLAN. APPARENTLY ONLY THIS EMBASSY HAS BEEN ENTHUSIASTIC. WE WERE SURPRISED TO LEARN OF THE GERMAN AND FRENCH ATTITUDE BECAUSE BOTH MISSIONS HAVE BEEN VERY COOPERATIVE IN INFORMAL CONSULTATIONS WITH US IN ALL AID MATTERS.

7. SINCE COORDINATION THROUGH THE UNDP IS IMPERFECT, THERE HAS BEEN SOME DUPLICATION OF AID STEMMING FROM FRENCH AND GERMAN INITIATIVES. FOR EXAMPLE A UN TEAM HERE ON A TOURISM STUDY DISCOVERED AFTER BEGINNING THEIR WORK THAT THE WEST GERMANS HAD JUST COMPLETED A SIMILAR STUDY. TWO MONTHS AGO THE FRENCH SIGNED AN AGREEMENT TO INSTALL A MUNICIPAL WATER SUPPLY SYSTEM FOR NATITINGOU TOWN (HAVING ACTUALLY MADE A COMMITMENT TWO YEARS AGO) AFTER WORK ON SUCH A SYSTEM, FINANCED UNDER AN AID LOAN, HAD BEEN IN PROGRESS AT LEAST THREE YEARS AND WAS NEARING COMPLETION. THE EMBASSY HAS ADOPTED A POLICY OF INFORMAL CONSULTATION WITH OTHER DONORS, PARTICULARLY WHEN NEW AID REQUESTS ARE RECEIVED FROM THE DAHOMEAN GOVERNMENT. THE LATTER OFTEN SENDS IDENTICAL REQUESTS TO SEVERAL POTENTIAL DONORS, PARTICULARLY FOR SMALL-SCALE PROJECTS.

8. ROLE OF RESREP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES:

TO THE BEST OF OUR KNOWLEDGE, THE RESREP IN DAHOMEY HAS NOT TAKEN ON A ROLE AS DESCRIBED IN REFTEL PARA C. HE HAS NEVER FOR EXAMPLE PLAYED AN ACTIVE ROLE IN COORDINATING SAHEL RELIEF SHIPMENTS THROUGH DAHOMEY. LEADERSHIP IN THIS FIELD HAS ALWAYS BEEN EXERCISED BY THE LOCAL WORLD FOOD PROGRAM REP. RESREP BELIEVES HIS HAND VIS-A-VIS OTHER UN AGENCIES WOULD BE CONSIDERABLY STRENGTHENED IF HE WERE MADE REPRESENTATIVE OF UN SECRETARY GENERAL RAHTER

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THAN OF ADMINISTRATOR OF UNDP (WE UNDERSTAND THIS IDEA HAS ALREADY BEEN PROPOSED IN THE UNDP GOVERNING COUNCIL).

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C O N F I D E N T I A L SECTION 2 OF 2 COTONOU 527

REF: STATE 67907

PARIS FOR UNESCO, ROME FOR FODAG, VIENNA FOR IAEA & UNIDO,  
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#### 9. COUNTRY PROGRAM REVIEWS

ANNUAL COUNTRY PROGRAM REVIEWS HAVE NOT BEEN HELD IN DAHOMEY FOR AT LEAST THE PAST TWO YEARS, NOR IS ONE PLANNED FOR THIS YEAR. A REVIEW WAS SCHEDULED IN 1974, BUT WAS CANCELLED AT THE REQUEST OF THE DAHOMEAN GOVERNMENT. AT THAT TIME THE DAHOMEAN GOVERNMENT INFORMED THE UNDP THAT IT PREFERRED TO FINISH PREPARING ITS OWN DRAFT OF A FOUR-YEAR DEVELOPMENT PLAN BEFORE TAKING PART IN AN EVALUATION OF THE UNDP PROGRAM. THE FOUR-YEAR PLAN HAS STILL NOT BEEN COMPLETED THOUGH THE UNDP HAS MADE A VIGOROUS EFFORT TO MOBILIZE CIVIL SERVANTS AND PUT IT TOGETHER. WITHIN THE PAST MONTH, CONFIDENTIAL

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THE MILITARY REGIME PURGED THE SENIOR CIVIL SERVICE AND ASSIGNED NEW PERSONNEL TO MOST KEY POSITIONS IN ALL MINISTRIES. SINCE FEW CIVIL SERVANTS ARE FAMILIAR WITH THE NEW JOBS, ANY ATTEMPT TO CARRY OUT A COUNTRY PROGRAM REVIEW WITHIN THE NEXT SEVERAL MONTHS WOULD BE AN EXERCISE IN FUTILITY.

#### 10. APPRAISAL OF PROPOSED PROJECTS

THE EMBASSY ENJOYS EXCELLENT RELATIONSHIPS WITH THE UNDP RESREP AND WITH REPRESENTATIVES OF OTHER UN AGENCIES. HOWEVER, WE HAVE NOT BEEN ASKED TO PARTICIPATE IN REVIEW OF UNDP PROPOSED PROJECTS. WHEN THE SUBJECT WAS RAISED RECENTLY WITH NEWLY ARRIVED UNDP RESREP, HE APPEARED UNAWARE THAT PROJECTS COULD OR SHOULD BE REVIEWED LOCALLY WITH EMBASSY/AID. HE THOUGHT NORMAL PROCEDURE WAS FOR HIS HEADQUARTERS IN NEW YORK TO PASS PROJECT PROPOSALS TO AID/W. AID'S COMMENTS WERE USUALLY SO LATE IN COMING, HE SAID, AS NOT TO BE USEFUL. (N.B. THE PRESENT RESREP JUST COMPLETED EIGHT YEARS' SERVICE AT UNDP HEADQUARTS IN NEW YORK.) WE HAVE IMPRESSED UPON HIM OUR DESIRE TO REVIEW PROJECTS LOCALLY AND OUR INCREASED CAPACITY TO DO SO IN A TIMELY FASHION NOW THAT AN AID OFFICER HAS BEEN ASSIGNED TO COTONOU.

#### 11. PROJECT IMPLEMENTATION

IN GENERAL TERMS THE UNDP PROGRAM HAS BEEN EFFECTIVE. CREDIT FOR ITS EFFECTIVENESS LIES WITH THE HIGH QUALITY OF UNDP LEADERSHIP HERE DURING RECENT YEARS AS WELL AS UNDP DETERMINATION TO TAKE CARE OF EVERYTHING ITSELF AND DEPEND AS LITTLE AS POSSIBLE ON THE DAHOMEAN GOVERNMENT. THE DAHOMEAN ROLE IS KEPT DOWN, BUT THE ALTERNATIVE TO INTENSIVE UNDP MANAGEMENT IS NON-PERFORMANCE.

12. A SPECIAL FUND, UNIQUE TO DAHOMEY, WAS SET UP IN JANUARY, 1974. THE "SUPPORT FUND FOR UNDP PROJECTS" WHICH COVERS 1974-77 (AND RENEWABLE FOR A FURTHER 3-YEAR PERIOD), PROVIDES THE UNDP OFFICE WITH \$150,000 TO MEET LOCAL EXPENSES NORMALLY COVERED BY THE HOST GOVERNMENT. ITEMS SUCH AS PER DIEM FOR WITHIN COUNTRY TRAVEL BY HOST GOVERNMENT COUNTERPARTS, VEHICLE MAINTENANCE, SALARIES OF LOCAL LABOR ON UN PROJECTS ARE COVERED UNDER THIS FUND. (NOTE: THIS IS OVER AND ABOVE DAHOMEY'S EXONERATION FROM CERTAIN CONTRIBUTIONS TO THE UNDP PROGRAM AS ONE OF THE WORLD'S 25 LEAST DEVELOPED COUNTRIES.)

13. DAHOMEAN GOVERNMENT HAS NOT DONE WELL IN RECRUITING COUNTERPART  
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EXPERTS FOR COOPERATION WITH UNDP. OVER PAST SEVERAL MONTHS, COOPERATION FROM VARIOUS TECHNICAL MINISTRIES HAS DETERIORATED. THE MILITARY GOVERNMENT'S OBSESSION WITH EXTREME MARXIST-LENINISM IS FURTHER HINDERING PROJECT EXECUTION AS TECHNICALLY QUALIFIED CIVIL SERVANTS ARE REPLACED BY POLITICALLY COMMITTED REVOLUTIONARIES WHO ARE GENERALLY LESS WELL PREPARED THAN THEIR PREDECESSORS. TO CITE BUT ONE EXAMPLE, UN EXPERTS HAVE BEEN MAKING AN EFFORT DURING THE PAST FEW YEARS TO GET THE MINISTRY OF THE PLAN TO WORK OUT A NEW DEVELOPMENT PLAN. IN A PURGE OF THE CIVIL SERVICE AT THE END OF MARCH, THE ENTIRE DAHOMEAN PLANNING UNIT WAS WIPED OUT AND A GROUP OF NEOPHYTES INSTALLED IN ITS PLACE. ANOTHER DIFFICULTY IS THAT THE DAHOMEAN GOVERNMENT OVERTURNS ITS PRIORITIES PERIODICALLY, AND WITHOUT DUE JUSTIFICATION. THIS PROJECT AIMED AT ELICITING A DEVELOPMENT PLAN IS A FAILURE.

14. THE OTHER WEAK PROJECT IN THE UNDP PROGRAM IS THE CENTER FOR PROMOTION OF DAHOMEAN ENTERPRISES, AIMED AT HELPING DAHOMEANS START SMALL INDUSTRIES AND MODERNIZE EXISTING ONES. DAHOMEY'S ADOPTION OF MARXIST-LENISM, SUBSEQUENT NATIONALIZATION OF CERTAIN SECTORS OF THE ECONOMY, AND THE GOVERNMENT'S WAR ON CAPITALISM AND ITS DECLARED OBJECTIVE OF EXTERMINATING THE LOCAL ENTREPRENEURIAL CLASS, HAVE DISCOURAGED NEW BUSINESS INVESTMENT, BOTH FOREIGN AND DOMESTIC. WITH SO FEW INTERESTED LOCAL CLIENTS, THE PROJECT IS UNABLE TO ACCOMPLISH ITS AIMS.

15. THE MOST SUCCESSFUL UNDP PROJECTS HAVE BEEN IN THE REALM OF RURAL DEVELOPMENT, PARTICULARLY THE OUEME VALLEY DEVELOPMENT PROJECT (COTTON AND RICE) AND THE ANILAM TRACTION PROGRAM.

#### 16. PROJECT EVALUATION

TO THE BEST OF OUR KNOWLEDGE NO FORMAL LARGE-SCALE PROJECT TRIPARTITE REVIEWS HAVE BEEN CONDUCTED HERE. THE RESREP'S ANNUAL REPORT (LAST ONE DONE IN MARCH 1974) IS BASICALLY JUST A DIGEST OF FOREIGN ASSISTANCE TO DAHOMEY. ITS SOLE VALUE, AS WE SEE IT, IS AS A HANDY REFERENCE WORK IN KEEPING TRACK OF FOREIGN AID CONTRIBUTIONS. IT CONTAINS NO CRITICAL ANALYSIS OF PROJECTS.

#### 17 WOMEN IN DEVELOPMENT

NO SPECIAL EFFORTS HAVE BEEN MADE TO INTEGRATE WOMEN IN THE UN DEVELOPMENT EFFORTS IN DAHOMEY. AS FOR THE IMPACT OF UN PROGRAMS ON THE FEMALE POPULATION OF DAHOMEY, WOMEN ARE NOT DIRECTLY AFFECTED.

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ED AT ALL BY MOST OF THE UN PROJECTS. THE SOLE EXCEPTION IS THE RURAL HOME ECONOMICS INSTRUCTION PROGRAM IN WHICH THE UN PARTICIPATES ALONG WITH FRENCH AID PERSONNEL AND THE PEACE CORPS. EVEN THIS EFFORT BY THE UN TO BRING WOMEN INTO THE DEVELOPMENT PROCESS IS ONLY A SMALL PART OF A LARGER UN RURAL EDUCATION PROGRAM PRIMARILY DIRECTED AT AGRICULTURAL TRAINING.

#### 18. FOLLOW-UP WITH UNDP

AS NOTED IN PARA 10 ABOVE, PRESENT RESREP HAS JUST SPENT EIGHT YEARS AT UNDP'S NEW YORK HEADQUARTERS. IN HIS OPINION GREATER COORDINATION BETWEEN THE US AND UNDP COULD BE EFFECTED, IF THERE WERE CLOSER CONTACT BETWEEN UNDP AND USUN OR IO OFFICERS IN NEW YORK. DURING HIS LONG SERVICE IN NEW YORK, HE CONFERRED WITH MANY U.S. AMBASSADORS ENROUTE TO THEIR COUNTRIES OF ASSIGNMENT, BUT NEVER HAD ANY DEALINGS WITH USUN OR IO OFFICERS.

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## Message Attributes

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